

## Message Text

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ACTION EUR-12

INFO OCT-01 EA-07 ISO-00 SP-02 USIA-06 AID-05 EB-07  
NSC-05 EPG-02 TRSE-00 SS-15 STR-04 OMB-01 CEA-01  
CIAE-00 COME-00 FRB-03 INR-07 NSAE-00 XMB-02  
OPIC-03 LAB-04 SIL-01 L-03 H-01 PA-01 PRS-01  
/094 W

-----110858Z 006849 /10

R 101458Z MAY 77

FM AMEMBASSY STOCKHOLM

TO SECSTATE WASHDC 0556

INFO USMISSION OECD PARIS

AMEMBASSY ANKARA

AMEMBASSY ATHENS

AMEMBASSY BELGRADE

AMEMBASSY BERN

AMEMBASSY BONN

AMEMBASSY BRUSSELS

AMEMBASSY COPENHAGEN

AMEMBASSY DUBLIN

AMEMBASSY HELSINKI

AMEMBASSY LISBON

AMEMBASSY LUXEMBOURG

AMEMBASSY MADRID

AMEMBASSY OSLO

AMEMBASSY OTTAWA

AMEMBASSY PARIS UNN

AMEMBASSY REYKJAVIK

AMEMBASSY ROME

AMEMBASSY THE HAGUE

AMEMBASSY TOKYO

AMEMBASSY VIENNA

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E.O. 11652: N/A

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TAGS: EFIN, SW

SUBJ: REVISED NATIONAL BUDGET: FISCAL POLICY EXPANSIONARY  
DESPITE GOVERNMENT CLAIMS

REF: (A) STOCKHOLM 1545, (B) STOCKHOLM 0155, (C) STOCKHOLM A-75.

1. SUMMARY. REVISED NATIONAL BUDGET PRESENTED MAY 5 WAS

TOUTED IN ADVANCE AS ANTI-INFLATIONARY, BUT ACTUALLY ADDS UP TO NO CHANGE IN BASIC MACRO-ECONOMIC POLICY STANCE OF GOVERNMENT. GOVERNMENT SPENDING ACTUALLY INCREASES BEYOND PRELIMINARY BUDGET PRESENTED IN JANUARY, AND WE HAVE SERIOUS DOUBTS ABOUT EFFECTIVENESS OF MEASURES, SUCH AS RECENT MODEST DEVALUATION, AND INCREASED VALUE ADDED TAX, AIMED AT DAMPENING PRIVATE CONSUMPTION. WE BELIEVE SWEDISH GDP IS LIKELY TO GROW BY AT LEAST 1.5 PERCENT IN REAL TERMS, AS OPPOSED TO 0.9 PERCENT FORECAST BY GOVERNMENT. WE ALSO BELIEVE FAILURE TO DAMPEN PUBLIC AND PRIVATE DEMAND WILL MEAN RATE OF INCREASE IN COST OF LIVING INDEX OF 12 PERCENT OR MORE IN 1977 AND A CURRENT ACCOUNTS DEFICIT OF 13 TO 15 BILLION KRONOR (GOVERNMENT FORECAST TEN PERCENT AND 12.5 BILLION KRONOR, RESPECTIVELY). IN SHORT RUN, SWEDES CAN CONTINUE TO BORROW ENOUGH TO MEET CURRENT ACCOUNT DEFICIT AND CAN COUNT ON INCREASED FOREIGN DEMAND TO IMPROVE EXPORT PICTURE LATE THIS YEAR, BUT THEIR ABILITY TO COPE WITH LONGER RUN STRUCTURAL PROBLEMS IS MORE IN DOUBT NOW THAN EVER. ON POSITIVE SIDE, WE DO NOT BELIEVE UNEMPLOYMENT RATE FOR YEAR AS A WHOLE WILL EXCEED TWO PERCENT. NEW FIGURES SHOW PRELIMINARY DATA ON 1976 UNDERESTIMATED REAL GDP BY 0.5 PERCENTAGE POINTS AND UNDERSTATED THE CURRENT ACCOUNT DEFICIT BY 2 BILLION KRONOR. DATA SUBMITTED IN REF C. END SUMMARY.

2. THE REVISED NATIONAL BUDGET PRESENTED TO THE RIKSDAG ON MAY 4 HELD NO SURPRISES. THE REAL GROWTH OF GDP IN 1977 IS NOW EXPECTED TO BE LESS THAN ONE PERCENT, AS COMPARED WITH 1.5 PERCENT IN 1976 (SEE REFTEL A FOR EARLIER FORECAST). THE GOVERNMENT SAYS INDUSTRIAL PRODUCTION WILL CONTINUE TO DECLINE LIMITED OFFICIAL USE

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BY AROUND ONE PERCENT, BUT THE UNEMPLOYMENT RATE WILL BE HELD UNDER TWO PERCENT FOR THE YEAR AS A WHOLE. A DECLINE IN INDUSTRIAL JOBS OF SOME 50,000 WILL BE LARGELY OFFSET BY INCREASED EMPLOYMENT IN SERVICES AND LOCAL GOVERNMENT. THE GOVERNMENT DOES NOT EXPECT ANY IMPROVEMENT IN "OVERALL ECONOMIC SITUATION" BEFORE THE END OF THE YEAR, WHEN WORLD-WIDE ECONOMIC RECOVERY SHOULD STIMULATE THE EXPORT-LED GROWTH SO LONG AWAITED IN SWEDEN. DETAILED FORECASTS SUBMITTED IN REF C.

3. THE REVISED BUDGET WAS MUCH ADVERTISED IN ADVANCE AS AN "AUSTERITY" BUDGET, AND FOLLOWED ANNOUNCEMENTS OF A VALUE-ADDED TAX (VAT) INCREASE EFFECTIVE JUNE 1, A DEVALUATION EFFECTIVE APRIL 4, A TWO-MONTH PRICE FREEZE AND OTHER SPECIFIC TAX INCREASES (REF A). A LOOK AT THE BUDGET REVEALS, HOWEVER, THAT CENTRAL GOVERNMENT EXPENDITURES ARE NOW SCHEDULED TO BE SKR 3.5 BILLION MORE THAN THE PRELIMINARY BUDGET SUBMITTED IN JANUARY ASKED FOR. A MUCH-PUBLICIZED SKR 700 MILLION REDUCTION IN PUBLIC SPENDING WILL SUPPOSEDLY COME OUT OF THE ENLARGED FIGURE AND WILL BE MADE UP PRIMARILY OF POSTPONEMENT OF SUCH

ITEMS AS RENOVATION OF THE OLD RIKSDAG BUILDING. THE BUDGET DEFICIT WILL BE LESS THAN ANTICIPATED EARLIER, ACCORDING TO THE GOVERNMENT, BECAUSE REVENUES WILL BE CONSIDERABLY HIGHER. EXPENDITURES OF SK 138.4 AND REVENUE OF SK 124 BILLION LEAVE A DEFICIT OF 14 BILLION. 16 BILLION WAS FORECAST IN JANUARY. THIS REVISION IS IN LINE WITH OUR EXPECTATIONS (SEE REF B). WE DO NOT, HOWEVER, SEE HOW PUBLIC SECTOR CONSUMPTION IN THE NATIONAL INCOME ACCOUNTS CAN BE REDUCED TO A 3.2 PERCENT REAL GROWTH RATE IN 1977 (JANUARY FORECAST: 3.5 PERCENT).

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/094 W

-----110858Z 006874 /10

R 101458Z MAY 77  
FM AMEMBASSY STOCKHOLM  
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INFO USMISSION OECD PARIS  
AMEMBASSY ANKARA  
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EVEN IF THE SK 700 MILLION IS INDEED SAVED, BUDGETED SPENDING  
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WILL GO UP BY SK 2.8 BILLION. THIS HARDLY JUSTIFIES AN  
IMPLICIT REDUCTION IN PUBLIC SECTOR NATIONAL INCOME ACCOUNTS  
OF SOME SK 900 MILLION. EVEN A REDUCTION IN LOCAL GOVERNMENT  
SPENDING AND THE FACT THAT AT LEAST SK 1 BILLION OF THE INCREASE  
IN THE BUDGET IS IN STANDBY CREDITS FOR INDUSTRY IN NOT  
ENOUGH TO EXPLAIN THE REDUCED GROWTH RATE. WE CAN ONLY  
CONCLUDE THAT THIS IS A DOCTORED FIGURE INTENDED TO IMPRESS THE  
PUBLIC WITH THE GOVERNMENT'S INTENTION TO FIGHT INFLATION.  
THE SAME IS TRUE OF THE GOVERNMENT'S CLAIM THAT THE TOTAL  
FISCAL STIMULUS WILL AMOUNT TO 2.4 PERCENT OF GDP (VERSUS  
EARLIER FORECASTS OF 2.6), BUT THIS FIGURE IS MORE  
REASONABLE BECAUSE IT CAN INCLUDE THE EFFECT OF INCREASED TAX  
BITE DUE AS MUCH TO INFLATION AS TO THE INCREASE IN VAT.

4. WE ALSO BELIEVE THE GOVERNMENT IS EXAGGERATING THE EFFECT  
OF TAX INCREASES, DEVALUATION, ETC., ON PRIVATE CONSUMPTION.  
THE GOVERNMENT FORECASTS THE REAL GROWTH RATE AT 1.7 PERCENT  
(2.5 PERCENT FORECAST IN JANUARY). WE EXPECT THE RATE TO BE  
AT LEAST 2.5 PERCENT, DOWN ONLY SLIGHTLY FROM THE 3.0 PERCENT  
WE FORECAST IN JANUARY. THE GOVERNMENT FIGURE TAKES NO ACCOUNT  
OF THE REVISED ESTIMATE FOR WAGE INCREASES (TOTAL LABOUR  
COSTS NOW EXPECTED BY GOVERNMENT TO INCREASE BY TEN PERCENT  
VERSUS 8.5 PERCENT FORECAST IN JANUARY).

5. GIVEN OUR COMMENTS ON CONSUMPTION, THE READER WILL NOT BE  
SURPRISED TO LEARN THAT WE BELIEVE THE GOVERNMENT HAS UNDER-  
ESTIMATED GROWTH OF IMPORTS. THE OFFICIAL FORECAST FOR REAL  
GROWTH RATE OF IMPORTS (NATIONAL INCOME ACCOUNTS) IS NOW 2.7  
PERCENT. THIS WOULD MEAN THE EFFECT OF THE DEVALUATION AND  
MEASURES TO DAMPEN CONSUMPTION WOULD REDUCE IMPORTS BY  
2 BILLION KRONOR IN 1977 (IN 1968 PRICES). THIS FIGURE IS ALMOST  
EXACTLY EQUAL TO THE REVISION IN REAL GDP, ACCORDING TO THE  
OFFICIAL FORECAST. PART OF THIS RESULT IS ACHIEVED BY LEAVING  
THE TOTAL VOLUME OF IMPORTS IN 1977 AT THE LEVEL FORECAST IN  
JANUARY, THEN COMPARING THAT FIGURE WITH THE REVISED RESULTS  
FOR 1976. THE JANUARY NUMBERS UNDERESTIMATED IMPORTS IN THE  
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NATIONAL INCOME ACCOUNTS BY SK 1.3 BILLION. WE BELIEVE A REAL

GROWTH RATE OF FIVE PERCENT OR MORE IS LIKELY.

6. GROSS INVESTMENT IS NOW FORECAST TO GROW BY ONLY 1.3 PERCENT, RATHER THAN 3.6 PERCENT FORECAST IN JANUARY. THIS REVISION IS IN LINE WITH OUR EARLIER EXPECTATIONS (REF B), BUT DOES NOT PROVIDE SUFFICIENT DECREASE IN GROWTH OF TOTAL DEMAND TO JUSTIFY IMPORT FORECAST. MAIN REASON FOR DOWNWARD REVISION OF INVESTMENT FORECAST WAS NEW SURVEY EVIDENCE THAT INVESTMENT BY INDUSTRY WILL DECLINE BY 6.4 PERCENT IN VOLUME VERSUS GOVERNMENT'S JANUARY FORECAST OF TWO PERCENT INCREASE.

7. GOVERNMENT ALSO HAS INCREASED ESTIMATES OF INVENTORY DECUMULATION. EXPECTATIONS NOW ARE FOR DECUMULATION (CHANGE IN AMOUNT OF INVENTORY FORMATION BETWEEN 1976 AND 1977, AS A PERCENT OF 1976 GDP) TO BE IN THE NEIGHBORHOOD OF MINUS TWO PERCENT OF GDP.

8. DESPITE OVERLY OPTIMISTIC REAL IMPORT FORECAST ABOVE, GOVERNMENT ADMITS PRICE EFFECTS WILL WIPE OUT IMPROVEMENT IN CURRENT ACCOUNTS BALANCE WHICH DEVALUATION MIGHT OTHERWISE HAVE BROUGHT. IMPORT PRICE EFFECT COMBINED WITH FACT THAT EXPORT GROWTH WILL NOT BEGIN TO ACCELERATE UNTIL NEAR THE END OF THE YEAR, SHOULD MEAN TRADE DEFICIT OF OVER SK 3.6 BILLION, ACCORDING TO GOVERNMENT. THAT FIGURE WOULD ACTUALLY REPRESENT A REDUCTION IN BALANCE OF TRADE DEFICIT NOW THAT REVISIONS SHOW 1976 DEFICIT TO HAVE BEEN SK 3.8 BILLION. EXPECTED CURRENT ACCOUNTS DEFICIT IS SK 12.5 BILLION. THE CURRENT ACCOUNT FORECAST, WHICH WOULD BE ONLY SK 2 BILLION WORSE THAN 1976, IS NOT LIKELY TO BE ACHIEVED. WE, ALONG WITH SUCH EXPERTS AS HEAD OF RIKSDAG'S BALANCE OF PAYMENTS DIVISION, BELIEVE A DEFICIT OF SK 13 TO 15 BILLION IS PROBABLE, ALONG WITH A TRADE DEFICIT OF FOUR TO FIVE BILLION.

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9. BECUSE OF OUR RESERVATIONS CONCERNING PUBLIC AND PRIVATE  
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CONSUMPTION, WE ARE LEFT WITH CONCLUSION THAT REAL GROWTH  
RATE OF GDP WIL BE AROUND 1.5 PERCENT (OR HIGHER) RATHER THAN  
0.9 PERCENT, AS FORECAST. THIS ALSO LEADS US TO CONCLUDE THAT  
GOVERNMENT'S FORECAST FOR RATE OF INCREASE IN CONSUMER PRICE  
INDEX, TEN PERCENT, IS HIGHLY OPTIMISTIC. AS NOTED ABOVE,  
GOVERNMENT HAS REVISED ITS ESTIMATE FOR TOTAL LABOUR COST  
INCREASES UPWARDS TO TEN PERCENT  
THIS FIGURE INCLUDES ONLY  
AUTOMATIC REVISIONS IN WHITE COLLAR INCOME DUE TO RATE OF  
INFLATION, AND DOES NOT ACTUALLY TAKE INTO ACCOUNT LIKELY  
FINAL COLLECTIVE BARGAINING AGREEMENT. LATTER REMAINS UNCERTAIN,  
AS UNIONS AND MANAGEMENT HAVE NOW REACHED STALEMATE. FINAL  
MEDIATION OFFER IS EXPECTED TO PRECEDE SPOT STRIKES WHICH UNIONS  
HERE ANNOUNCED (REF B). GIVEN FACT THAT INCREASED VAT WILL  
EQUATE TO ONE PERCENTAGE POINT INCREASE IN RATE OF  
INFLATION AND DEVALUATION WILL ADD ANOTHER PERCENTAGE POINT,  
WE BELIEVE 12 PERCENT RATE OF INCREASE LIKELY. MOST OPTIMISTIC  
FORECAST WE HAVE SEEN OUTSIDE GOVERMENT IS 11 PERCENT  
SUGGESTED BY POST O. KREDIT BANK (PARTLY GOVERMENT OWNED).

10. TO SUM UP, WE BELIEVE REAL GDP INFLATION AND CURRENT

ACCOUNTS DEFICIT WILL GROW MORE RAPIDLY THAN FORECAST. ON THE POSITIVE SIDE THIS WILL MEAN THE GOVERNMENT SHOULD NOT BE HARD PRESSED TO HOLD UNEMPLOYMENT RATE BELOW TWO PERCENT; NOW WOULD WE ANTICIPATE DIFFICULTY FOR SWEDES IN CONTINUING TO FINANCE CURRENT ACCOUNTS DEFICIT BY BORROWING ABROAD. IN THE LONGER RUN, FAILURE OF GOVERNMENT TO ARRIVE AT A TRULY ANTI-INFLATIONARY BUDGET AND EVIDENT INABILITY TO CURTAIL PRIVATE CONSUMPTION DOES NOT AUGUR WELL FOR ABILITY TO COME TO GRIPS WITH LONG RUN REALLOCATION PROGRAMS.

11. AS FAR AS US INTERESTS ARE CONCERNED, REVISED BUDGET PRESENTED NO CHANGES CONTRARY TO US FOREIGN INTERNATIONAL ECONOMIC POLICY. CONTINUED STRONG DOMESTIC DEMAND FOR IMPORTS AUGURS WELL FOR PERFORMANCE OF US EXPORTS AND SWEDISH DECISION TO PROVIDE INDUSTRY SUPPORT RATHER THAN RAISING TARIFF BARRIERS LIMITED OFFICIAL USE

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OR IMPOSING QUOTAS IS POSITIVE RESULT AS FAR AS MTN IS CONCERNED. SWEDEN CONTINUES TO PLAY POSITIVE ROLE IN INTERNATIONAL ECONOMY, AND IS UNLIKELY TO SHIFT TO BEGGAR-NY-NEIGHBOR POLICIES. PERRY

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## Message Attributes

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**To:** STATE  
**Type:** TE  
**vdkgvwkey:** odb://SAS/SAS.dbo.SAS\_Docs/d4fe4497-c288-dd11-92da-001cc4696bcc  
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